

# WILDERNESS ADDITIONS—NATIONAL PARK SYSTEM

---

## HEARINGS

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETY-FOURTH CONGRESS

SECOND SESSION

ON

S. 885 and S. 1096

A BILL TO DESIGNATE CERTAIN LANDS  
IN THE SHENANDOAH NATIONAL  
PARK, VIRGINIA, AS WILDERNESS

S. 1085 and S. 1675

A BILL TO DESIGNATE AS WILDER-  
NESS CERTAIN LANDS WITHIN ISLE  
ROYALE NATIONAL PARK, IN THE  
STATE OF MICHIGAN

S. 731 and S. 1069

A BILL TO DESIGNATE CERTAIN LANDS  
IN THE BANDELIER NATIONAL MONU-  
MENT, NEW MEXICO, AS WILDERNESS

S. 1068

A BILL TO DESIGNATE CERTAIN LANDS  
IN THE BADLANDS NATIONAL MONU-  
MENT, SOUTH DAKOTA, AS WILDER-  
NESS

S. 72 and S. 1092

A BILL TO DESIGNATE CERTAIN LANDS  
IN THE PINNACLES NATIONAL MONU-  
MENT IN CALIFORNIA AS WILDERNESS

S. 1093

A BILL TO DESIGNATE CERTAIN LANDS  
IN THE POINT REYES NATIONAL SEA-  
SHORE, CALIFORNIA, AS WILDERNESS

S. 2472

A BILL TO DESIGNATE CERTAIN LANDS  
IN THE POINT REYES NATIONAL SEA-  
SHORE, CALIFORNIA, AS WILDERNESS;  
TO DESIGNATE POINT REYES NA-  
TIONAL SEASHORE AS A NATURAL  
AREA OF THE NATIONAL PARK SYS-  
TEM, AND FOR OTHER PURPOSES

S. 97 and S. 1099

A BILL TO DESIGNATE CERTAIN LANDS  
IN THE YOSEMITE NATIONAL PARK IN  
CALIFORNIA AS WILDERNESS

---

FEBRUARY 5, 19, AND MARCH 2, 1976

---

efficient manner and that the result would be the reduction in expense of trying to maintain the National Forest.

I have tried to make a point that does disturb me. I am afraid that if we have different standards on similar Federal areas, we may add some confusion and misunderstanding to members of the general public.

Senator JOHNSTON. Thank you very much, Mr. Everhardt.

Senator BYRD. Before Mr. Everhardt leaves me, I wish to make a comment. Mr. Everhardt mentioned being sensitive to the needs and wishes of the local people and I think that is very important. But I think the modification I have proposed goes beyond that.

I am looking at the persons coming into the park from wherever they might be, have an opportunity to use the White Oak Canyon trail which has been there for years, have an opportunity to climb Old Rag, have an opportunity to see parts of the park all of us can see today, if you go by the strict definition of a wilderness area the only way people 20 or 30 years from now will be able to see it is to charter a helicopter and look down at it from the top, and I don't think that is what we want to do. Thank you.

[The prepared statement of Mr. Everhardt follows:]

#### STATEMENT OF HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE

Mr. Chairman, I am pleased to appear today before the subcommittee to recommend enactment of legislation which would designate wilderness within Shenandoah National Park.

Mr. Chairman, as called for by the Wilderness Act of 1964 we have held public field hearings and reported to the Congress on wilderness suitability for 56 national park system units, including Shenandoah National Park. The holding of field hearings is a process which brings the park planner together with the park user. Mr. Chairman, there has been a healthy exchange of viewpoints. Our analysis of these viewpoints and our professional views are reflected in our recommendations now before the subcommittee. A significant result of public involvement has been the change away from the early concept of buffer zones and large exclusions as we have developed guidelines for wilderness proposals and management. These guidelines recognize that both developed use areas, and preservation areas, are necessary to fulfill the purposes for which the parks were established. The guidelines recognize that wilderness perpetuation requires constant monitoring of man's influences on natural processes and life systems, and responsive, careful management. The Wilderness Act and our guidelines permit the use of motor vehicles, motorized equipment, mechanical transport, structures or installations only as necessary to meet minimum requirements for the administration of the wilderness area, including emergency measures. Our guidelines require the manager to use the minimum tool, equipment or structure necessary to successfully, safely and economically accomplish the management objective. The chosen tool or equipment is to be the one that least degrades wilderness values temporarily or permanently.

Accepted tools include such things as fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, hand tools, equipment caches, fencing and fire management. In special cases involving the perpetuation of wilderness values, or in emergencies, aircraft, motorboats, and motorized vehicles may be used. Wilderness campsites for public use may contain pit toilets, fire rings, tent sites, and a hand-operated water pump. This kind of campsite could be removed or relocated as management needs dictate. Campsites which contain permanent buildings, water treatment or sewage disposal facilities, and which provide visitor conveniences such as beds, meals, and supplies will not be included in wilderness: Some areas studied contain small boat docks, water guzzlers to sustain wildlife, and primitive shelters that ought to be retained but may not qualify as minimum structures necessary for the health and safety of wilderness users or the protection of wilderness values. When such an area

structures. A similar position is taken with respect to permitting underground utility lines. An area under study may also contain hydrometeorologic devices for monitoring water resources outside the wilderness area. When these devices are found to be necessary, a specific provision allowing their use will be included in legislation proposing wilderness designation. For the installation, servicing and monitoring of these devices the minimum tools and equipment necessary to safely and successfully accomplish the job will be used. The guidelines provide that stock driveways and areas being grazed may be included in wilderness if the imprint of man's work is substantially unnoticeable.

Generally, we have included stock driveways and grazing areas if their operation does not include the use of roads, structures, mechanical equipment, or motor vehicles. Our guidelines also permit the inclusion in wilderness of lakes created by water development projects if they are maintained at a relatively stable level and have a natural appearing shoreline. When lands are presently unqualified but will within a determinable time qualify and be available Federal land, a special provision is included in the legislative proposal giving the Secretary of the Interior the authority to designate the lands as wilderness when he determines it qualifies. This potential wilderness addition might be a private inholding containing some improvements but which the National Park Service has authority and plans to acquire. Once acquired, and after removal of any nonconforming uses, the area would be added to the wilderness with proper notice by the Secretary of the Interior.

Earlier, Mr. Chairman, I mentioned that lands needed as primary use areas are not included in recommended wilderness. One such area which is not well understood is that immediately adjacent to park roads. This is the primary zone of contact between all of the public and the park and it is here that we provide interpretation of the natural resources and processes. Developments may include cleared vistas, trails with interpretive devices, overlooks, exhibits, campfire circles group lunch or picnic sites. This same area may also provide parking, water supply systems and sewage disposal systems. Its use is characterized by large numbers of visitors engaged in sightseeing and learning experiences. Management, maintenance, and developments all exceed that which is suitable in wilderness.

Mr. Chairman, the public interest and participation in the review process has been highly gratifying to us. In general, I believe there is strong support for the balance of development and natural preservation for national park system areas as presented at the public hearings. We also find the conviction among many that preserving natural life systems is of exceeding importance to this and future generations.

Mr. Chairman, the preservation of wilderness values and at the same time providing for conventional public use is fundamental to national park system legislation and management. Road systems and other appropriate means of public access and accommodation are provided for each park unit but the essence of a park is present only if its natural elements are preserved in an unimpaired condition. Thus, we do not see wilderness designation as a change in management, but instead assuring that we continue the kind of management intended by our predecessors who brought into being the Yosemite and Yellowstone National Parks, and other early units of the national park system.

I believe that designation of wilderness within the national park system is important because it provides additional legislative protection to preserve these superlative national treasures. I do not believe that wilderness designation and use need be in conflict with other park uses. The administration's wilderness recommendations reflect carefully prepared management plans to preserve the essential natural values while also providing for developments necessary to a wide range of park uses by the public. For many years we have administratively, classified lands both for development and for perpetuation in their natural condition. It is from the roadless, natural classifications that we have first drawn preliminary wilderness proposals and after public hearings have formulated and sent to the Congress recommendations for wilderness designation.

We now have more than 3 years experience in managing legislated wilderness in two national parks and two national monuments. We have experienced no management or public use problems with these four areas which are attributable to wilderness designation. We are well aware, however, of two concerns which have often been expressed in connection with the wilderness recommendations now before the Congress. One concern is that wilderness

designation will prevent the maintenance of trails because of restrictions on the use of motorized vehicles and equipment. The second is that wilderness designation will cause the National Park Service to limit the number of people entering the backcountry of the park. I would like first to address the subject of trails.

Section 2(c) of the Wilderness Act stresses that management should preserve natural conditions and that the imprint of man's work should be substantially unnoticeable in wilderness.

Section 4(c) of the Wilderness Act prohibits the use of motor vehicles, motorized equipment, mechanical transport, structures or installation except as necessary to meet minimum requirements for the administration of the area. In my view, the policies for wilderness management which I shall now discuss implement these provisions.

Trail management is critical to providing for use that does not diminish the wilderness resource through which the trails pass. Trail location, maintenance, and use are all vital elements. An essential aspect of wilderness management is flexibility to change use patterns as necessary to protect resources and to achieve other management objectives. This may include closing some trails and constructing new ones at new locations within wilderness. Some portions of wilderness will remain without trails. These are usually the most rugged and remote portions but may also include areas of high scientific importance such as the rain forests in Haleakala National Park in Hawaii. The majority of wilderness will be accessible by trail. Trails intended for foot travel only will be maintained, generally, to a width sufficient for persons to walk single-file. Trails intended for combined foot and horse travel, or for horse travel only will be maintained to a width sufficient for horses and their riders to travel single-file. The maintenance of such trails is normally accomplished without the use of motorized vehicles or equipment. "However, the impact of horse hooves on trails of native material often causes erosion of the trails, which must be periodically repaired. This may require the periodic transporting and placement of surfacing material, sometimes over many miles of trail. Such repair is normally accomplished by using small, motorized trail-grading and earth-transporting equipment. Our policy guidelines for wilderness management permit the use of such equipment if it is the minimum tool or equipment necessary to successfully, safely and economically accomplish the objective. The chosen tool or equipment is to be the one that least degrades wilderness values, temporarily or permanently, and its use must be approved by the National Park Service Regional Director. When such equipment is introduced into wilderness, its use is to be as brief as possible and at a time when little visitor use is occurring. Paved trails are not permitted in wilderness.

Let us consider other trail facilities, trail bridges are permitted at stream crossings if the crossing, without a bridge, would be unsafe during the normal period of use. Signs are provided only where necessary for visitor safety, management, or resource protection. Interpretive information may be provided before the visitor enters the wilderness, but interpretive exhibits or devices will not be placed in wilderness. Along a wilderness trail there will be no facilities designed merely for the convenience of visitors such as drinking fountains, trash toilets, benches, or picnic tables.

As I mentioned earlier we have also encountered the objection that wilderness designation is causing the national park service to limit the number of people who may enter a wilderness area, as evidenced in the 34 parks today where a permit is issued to those entering the backcountry. The permit may limit the user to certain campsites, may limit the number of horses in a riding party, may prohibit the collecting of wood for fire, and may require carry-in of food and fuel for cooking purposes. Such restrictions were first imposed many years before the passage of the Wilderness Act and are necessary with or without wilderness legislation, simply because of the increase in backcountry use over the past 15 or more years. Backcountry visitation has to be managed and controlled in order to achieve the original mandate for the National Park Service which is: "To conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." The Wilderness Act reinforces this mandate by characterizing wilderness, in part, as areas where the imprint of man's work is substantially unnoticeable. In my view, then, the wilderness program has only made more visible certain existing aspects of Park Service policy.

Mr. Chairman, against this background, I would like now to present information supporting wilderness designation within Shenandoah National Park being considered by your subcommittee today.

#### SHENANDOAH NATIONAL PARK

Shenandoah National Park, comprising 193,538 acres of Virginia's Blue Ridge Mountains, is a major recreational resource within a 2-hour drive of the Washington Metropolitan area. Some 2¼ million people annually visit Shenandoah to view the scenery from the Skyline Drive, hike the trails, camp, fish the trout streams, and learn of the area's history.

Our wilderness recommendations for Shenandoah reflect the management plan for access and a variety of visitor use developments, but also for the perpetuation of portions of the park in a natural condition. The areas which are to remain undeveloped, except for trails, form the basis of our wilderness recommendation. This wilderness recommendation of 79,699 acres is shown in green on the map. Another 560 acres is identified as potential wilderness additions, shown in red on the map, and together represent 41% of the park.

Mr. Chairman, others have proposed more land as wilderness. One proposal would add about 33,000 acres of wilderness by extending all units, generally, to the Skyline Drive and to the park boundary; by joining units 1 and 3 to form a single unit; by joining units 5, 6, 7, and 8 to form another single unit; and by designating two new units in the central portion of the park. This would include in wilderness an overhead powerline, road and active cemetery near Matthews Arm, thirteen shelters and their access roads, several additional management roads, a cleared right-of-way over a gas transmission line, and a number of areas now subject to, and planned for, more intensive types of use.

At the wilderness public hearing, a proposal was presented for deleting major portions of the recommended unit 4 from wilderness and, instead, proposed that a highway be constructed from Madison County to the Skyline Drive, and also proposed seven water supply and flood control impoundments within this portion of the park. The suggested highway to connect with the Skyline Drive has been considered and rejected as not necessary or desirable to achieving the purpose of the national park. The impoundments would be contrary to the preservation principles contained in the Act of Congress establishing the park and in the Act of Congress establishing the National Park Service.

Mr. Chairman, in 1975 there were 112,300 overnight stays in the backcountry of Shenandoah, primarily in the areas proposed for wilderness designation. Camping policy at Shenandoah is directed toward dispersing camping use throughout the backcountry to protect the natural resources and at the same time allowing a high degree of individual choice in camping locations and the opportunity to find solitude.

The recommendation presented today was passed by the Senate in the 93d Congress, was reported favorably out of the House subcommittee, but the house took no further action.

Mr. Chairman, a wilderness of 79,699 acres is recommended for immediate designation, together with the 560 acres of potential wilderness provides a total proposal of 80,259 acres or 41% of the park.

[Subsequent to the hearing the following information was supplied by the Department of the Interior:]

U.S. DEPARTMENT OF THE INTERIOR,  
OFFICE OF THE SECRETARY,  
Washington, D.C., March 8, 1976.

Hon. J. BENNETT JOHNSTON, JR.,  
Chairman, Subcommittee on Parks and Recreation,  
Committee on Interior and Insular Affairs,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR JOHNSTON: Thank you for your letter of February 9, 1976, requesting certain additional information to be made a part of the record of hearings on the Shenandoah National Park wilderness proposal held on February 5 by the Subcommittee on Parks and Recreation. The National Park Service has supplied the following in response to your request:

Senator JOHNSTON. The next witness is Curtis Bohlen, Deputy Assistant Secretary, U.S. Department of the Interior, whom I understand will be accompanied by Gary Everhardt.

**STATEMENT OF HON. E. U. CURTIS BOHLEN, DEPUTY ASSISTANT SECRETARY, U.S. DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE**

Mr. BOHLEN. Mr. Chairman, Senator Hansen. I am pleased to appear today before the subcommittee to recommend enactment of legislation which would designate wilderness within Isle Royale National Park, Mich.; Badlands National Monument, S. Dak.; and Bandelier National Monument, N. Mex. I am accompanied here today by the Director of the National Park Service, Mr. Gary E. Everhardt.

Mr. Chairman, as called for by the Wilderness Act of 1964, we have held public field hearings and reported to the Congress on wilderness suitability for 56 National Park System units, including Isle Royale, Badlands, and Bandelier. The field hearing for Isle Royale National Park was held in Houghton, Mich., on January 31, 1967; for Badlands National Monument the hearing was in Wall, S. Dak., on January 12, 1972; and for Bandelier National Monument the hearing was in Los Alamos, N. Mex., on December 18, 1971.

Mr. Chairman, there has been a healthy exchange of viewpoints as a result of our field hearings on preliminary wilderness proposals. Our analysis of these viewpoints and our professional views are reflected in our recommendations now before the subcommittee. A significant result of public involvement has been the change away from the early concept of buffer zones and large exclusions as we have developed guidelines for wilderness proposals and management.

The guidelines, issued on June 24, 1972, recognize that both developed use areas and preservation areas are necessary to fulfill the purpose for which the parks were established. They recognize that wilderness perpetuation requires constant monitoring of man's influences on natural processes and life systems and responsive, careful management. The Wilderness Act and our guidelines permit the use of motor vehicles, motorized equipment, and mechanical transport, structures or installations only as necessary to meet minimum requirements for the administration of the wilderness area, including emergency measures. Our guidelines require the manager to use the minimum tool, equipment or structure necessary to successfully, safely, and economically accomplish the management objective. The chosen tool or equipment is to be the one that least degrades wilderness values temporarily or permanently.

Accepted tools include such things as fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, handtools, equipment caches, fencing, and fire management. In special cases involving the perpetuation of wilderness values or in emergencies, aircraft, motorboats, and motorized vehicles may be used.

Wilderness campsites for public use may contain pit toilets, fire rings, tent sites, and a hand-operated water pump. This kind of campsite could be removed or relocated as management needs dictate.

Campsites which contain permanent buildings, water treatment or sewage disposal facilities, and which provide visitor conveniences such as beds, meals and supplies will not be included in wilderness. Some areas studied contain small boat docks, water guzzlers to sustain wildlife, and primitive shelters that ought to be retained but may not qualify as minimum structures necessary for the health and safety of wilderness users or the protection of wilderness values. When such an area would otherwise qualify as wilderness, we recommend such areas with a specific provision in the proposed legislation to permit retaining and maintaining these structures. A similar position is taken with respect to permitting underground utility lines.

Senator JOHNSTON. Let me interrupt at that point. What you are saying is, any time you have boat docks, or power lines, you would like to have that written into the legislation, that simply putting it into the report would not be in conformance with your habit and practice, is that correct?

Mr. BOHLEN. Yes, Mr. Chairman. In the process of devising these guidelines, in 1972, we struggled a long time with some of these issues, particularly this one. The Wilderness Act as passed by the Congress is ambiguous on many of these issues. It is open to interpretation in many different ways.

There are those who say it clearly allows the use of motor vehicles when they have been used in the area before or that it would, in this case, allow the continued use of boat docks.

We felt that, to insure clear standards for wilderness management, we should try in our guidelines to delineate what in our minds is permissible in wilderness, and what is not.

Clearly, in my mind, there is no place for motorized vehicles in wilderness areas except in an emergency or occasional maintenance needs. We felt if we did not be specific in our guidelines, and also specific in the legislation, that eventually wilderness criteria could be broadened to allow a number of things in that should not be there.

That is why we adopted this particular philosophy, and why we feel when Congress does allow a specific use in a wilderness area that normally would not be considered compatible with wilderness, then it is a good idea to spell that out in the legislation.

That way the Congress recognizes that this is a specific need for this specific area and not a normal use in wilderness. I would subscribe to what Congressman Ruppe says, that if you include a practice in the legislation it is very clear to the public that it will continue. Including it only in the committee report may not be as clear 15 years from now as having it in the legislation itself.

An area under study may also contain hydrometeorologic devices for monitoring water resources outside the wilderness area. When these devices are found to be necessary, a specific provision allowing their use will be included in legislation proposing wilderness designation. For the installation, servicing, and monitoring of these devices the minimum tools and equipment necessary to safely and successfully accomplish the job will be used.

The guidelines provide that stock driveways and areas being grazed may be included in wilderness if the imprint of man's work is substantially unnoticeable. Generally, we have included stock driveways



and grazing areas if their operation does not include the use of roads, structures, mechanical equipment, or motor vehicles. Our guidelines also permit the inclusion in wilderness of lakes created by water development projects if they are maintained at a relatively stable level and have a natural appearing shoreline.

When lands are presently unqualified, but will, within a determinable time, qualify and be available Federal land, a special provision is included in the legislative proposal giving the Secretary of the Interior the authority to designate the lands as wilderness when he determines they qualify. This potential wilderness addition might be a private inholding containing some improvements but which the National Park Service has authority and plans to acquire. Once acquired, and after removal of any nonconforming uses, the area would be added to the wilderness with proper notice by the Secretary of the Interior.

Mr. Chairman, Isle Royale, Badlands, and Bandelier contain large areas which are typical of primitive America, but each represents a different type of landscape and environment.

Isle Royale National Park, located on Lake Superior in northwestern Michigan, preserves a wild and beautiful north woods habitat which includes a community of wolves and moose unique to the National Park System outside Alaska.

Badlands National Monument in southwestern South Dakota, is a landscape carved by erosion which supports herds of bison, bighorn sheep, deer and antelope, and contains animal fossils of 40 million years ago.

Bandelier National Monument, in northern New Mexico, is a setting of cliffs, forested mesas, and deep gorges which also contains the ruins of many cliff houses of 15th century Pueblo Indians. While these three National Park system areas represent wide natural diversity, we believe that each contains lands which are well qualified for wilderness designation.

Mr. Chairman, with your permission I will now ask Director Everhardt to describe the wilderness recommendations for these three areas.

Senator JOHNSTON. If we could take a moment to talk about this concept of pure wilderness. We have 56 areas under the 1964 Act that you recommended for wilderness. We dealt with only a very few of those in our legislation.

Mr. EVERHARDT. Four have been created.

Mr. BOILEN. I think the Congress has passed four.

Senator JOHNSTON. My prejudice is to make it easier, if we have only had 4 out of 56, we have a long way to go, and it will take an inordinate amount of this committee's hearing time to get to these areas recommended for wilderness. It seems to me we have to have another vehicle other than go area by area and listen to a lot of witnesses all describe the beauty of these places, and which they are. We ought to be able to get them into wilderness areas more easily. I am thinking about legislation whereby we could have the National Park Service designate areas and then put encumbrances on your